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FOLLOWING REPEAT TOKYO 18927 SENT ACTION SECSTATE 09 DEC 77

QUOTE S E C R E T TOKYO 18927

LIMDIS

PASS STR ELECTRONICALLY

E.O. 11652: GDS
TAGS: ETRD, JA
SUBJECT: GOJ PAPER ON TRADE MEASURES

REF: TOKYO 18723

1. FOLLOWING IS TEXT OF GOJ PAPER ON PROPOSED TRADE OR "EXTERNAL" MEASURES. URGE RECIPIENTS TO HOLD CLOSELY. BROAD ECONOMIC OR "INTERNAL" MEASURES ARE STILL UNDER CONSIDERATION AND WIL BE PRESENTED BY USHIBA MISSION SPEARATELY.

2. BEGIN TEXT:

DECEMBER 1977

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1. ACTIVE PROMOTION OF THE MULTILATERAL TRADE NEGOTIATIONS (MTN)

IT IS THE CORNERSTONE OF JAPAN'S FOREIGN ECONOMIC POLICY TO MAINTAIN AND FURTHER IMPROVE THE EXISTING OPEN TRADE SYSTEM IN CO-OPERATION WITH OTHER TRADING PARTNERS. IN THE LIGHT OF THE CURRENT WORLD ECONOMIC SITUATION, THE GOVERNMENT OF JAPAN DEEMS IT MOST IMPORTANT AND URGENT TO CONCLUDE THE ON-GOING TOKYO ROUND NEGOTIATIONS PROMPTLY AND SUCCESSFULLY AND TO IMPLEMENT THE RESULTS WITHOUT DELAY THROUGH COOPERATION AMONG THE PARTICIPANTS.

TO UNDERLINE SUCH POLICY INTENTION, THE GOVERNMENT OF JAPAN WILL TABLE ITS INDUSTRIAL TARIFF REDUCTION OFFERS ON JANUARY 15 NEXT YEAR ADOPTING AS A WORKING HYPOTHESIS A FORMULA AIMING AT THE FINAL RESULTS OF WEIGHTED AVERAGE REDUCTION OF 40 PER CENT FOLLOWING A HARMONIZATION FORMULA TO BE IMPLEMENTED, IN PRINCIPLE, OVER 8 YEARS AFTER THE CONCLUSION OF THE NEGOTIATIONS. (DETAILS OF JAPAN'S POLICY LINE CONCERNING THE TARIFF REDUCTION FORMULA ARE ATTACHED HERETO.)

ALSO, IN OTHER AREAS OF NEGOTIATIONS, THE GOVERNMENT OF JAPAN INTENDS TO SUBMIT AS SUBSTANTIAL OFFERS AS POSSIBLE. IN VIEW OF THE IMPORTANCE OF NON-TARIFF MEASURES IN THIS ROUND OF NEGOTIATIONS, THE GOVERNMENT OF JAPAN INTENDS TO MAKE FURTHER EFFORTS TO REDUCE OR ELIMINATE NON-TARIFF MEASURES, OR THEIR TRADE RESTRICTING OR TRADE DISTORTING EFFECTS.

THESE EFFORTS REPRESENT JAPAN'S RENEWED DETERMINATION TO CONTRIBUTE POSITIVELY TO THE CONCLUSION OF THE MTN WITH COMPREHENSIVE AND SUBSTANTIAL RESULTS IN LINE WITH THE TOKYO DECLARATION. THE GOVERNMENT OF JAPAN WISHES TO STRESS THE IMPORTANCE OF THE CLOSEST COORDINATION AMONG NEGOTIATING PARTNERS, IN PARTICULAR MAJOR ONES, ON MAIN AREAS OF THE NEGOTIATIONS.

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2. ADVANCE TARIFF REDUCTIONS

THE EARLY CONCLUSION OF THE MTN IS ESSENTIAL TO CONTAIN THE RISING TIDES OF PROTECTIONISM. THE GOVERNMENT OF JAPAN, AS AN INITIATIVE IN THIS DIRECTION, IS PREPARED TO REDUCE A NUMBER OF TARIFF RATES WITHOUT WAITING FOR THE CONCLUSION OF THE NEGOTIATIONS. THESE MEASURES ARE EXPECTED TO CONTRIBUTE TO AN INCREASE IN IMPORTS INTO JAPAN. THIS WILL BE CARRIED OUT UNDER SEVERE SITUATION FACING JAPANESE INDUSTRIES DUE TO THE RECESSION AND THE APPRECIATION OF THE YEN. AGRICULTURAL AND FISHERY PRODUCTS ARE ALSO FACING SPECIAL PROBLEMS. REDUCTIONS WILL BE MADE ACCORDING TO THE FOLLOWING CRITERIA, AND ARE SCHEDULED TO BE IMPLEMENTED FROM APRIL 1, 1978, UPON COMPLETION OF LEGISLATIVE AND OTHER DOMESTIC MEASURES.

(A) COVERAGE

THE NUMBER OF ITEMS COVERED BY THESE REDUCTIONS WILL AMOUNT TO 318 IN STATISTICAL CODE NUMBERS (126 ITEMS IN TERMS OF TARIFF LINE).

THESE ITEMS WILL REFLECT INTERESTS OF EXPORTING COUNTRIES ON A GLOBAL SCALE. THOSE INVOLVING PARTICULARLY DIFFICULT DOMESTIC PROBLEMS (I.E., SUCH AS PRODUCTS AFFECTING SMALL BUSINESSES OR INDUSTRIES SUFFERING FROM EXTREME RECESSION) ARE EXCLUDED.

(B) RATES OF REDUCTION

SUCH FACTORS AS THE JAPANESE TARIFF STRUCTURE AND THE PRE-SENT POSITION OF OTHER PARTICIPANTS TO THE MTN WERE TAKEN INTO CONSIDERATION IN DETERMINING THE RATES OF REDUCTION.

THE PLANNED RATES OF REDUCTION WILL BE WITHIN THE RANGE OF 100 PERCENT TO 10 PERCENT FOR APPLIES RATES AS WELL AS FOR BASE RATES.

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DETAILS WILL BE PROVIDED SEPARATELY.

3. RESIDUAL IMPORT RESTRICTIONS

(A) LIBERALIZATION

JAPAN'S BASIC POLICY IS TO MAINTAIN AND FURTHER IMPROVE THE OPEN WORLD TRADE SYSTEM IN COOPERATION WITH OTHER TRADING PARTNERS.

THE GOVERNMENT OF JAPAN HAS MADE STRENUOUS EFFORTS IN THE PAST YEARS TOWARDS LIBERALIZATION OF RESIDUAL IMPORT RESTRICTIONS TO THE MAXIMUM EXTENT POSSIBLE. THE EFFORTS HAVE BEEN AMPLY REFLECTED IN THE FACT THAT THE NUMBER OF IMPORT QUOTA (IQ) ITEMS WHICH WAS 155 IN 1963 IS NOW DOWN TO 27 AFTER SUCCESSIVE LIBERALIZATION MEASURES. WHEN THIS NUMBER OF IQ ITEMS REMAINING FOR JAPAN -- 27 -- IS COMPARED WITH THAT OF OTHER MAJOR TRADING COUNTRIES, 74 FOR FRANCE, 39 FOR GERMANY AND 25 FOR THE UNITED KINGDOM (DATA FOR 1969 WHICH IS THE MOST RECENT YEAR THESE COUNTRIES MADE REPORTS TO THE GATT) IT IS BY NO MEANS LESS RESPECTABLE.

DUE TO THE FOLLOWING, LIBERALIZATION OF REMAINING IQ ITEMS IS EXTREMELY DIFFICULT:

--- AS TO THE AGRICULTURAL AND FISHERY PRODUCTS;

(I) THE EXISTING RESIDUAL ITEMS ARE EITHER KEY PRODUCTS FOR JAPAN'S AGRICULTURE, OR THOSE WHICH HAVE HIGH REGIONAL OR SOCIAL SENSITIVITY, AND

(II) THERE IS THE URGENT NEED TO CARRY OUT RICE PRODUCTION ADJUSTMENT OF AS MUCH AS 1.7 MILLION METRIC TONS BEGINNING

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NEXT FISCAL YEAR NECESSITATED BY THE EXISTENCE OF A HUGE RICE SURPLUS.

--- AS TO THE OTHER ITEMS, THEY ARE OF PARTICULARLY SENSITIVE CHARACTER IN SOCIAL AS WELL AS REGIONAL TERMS.

THE GOVERNMENT OF JAPAN, NOTWITHSTANDING THESE DIFFICULTIES, REACHED THE DECISION TO LIBERALIZE IMPORTS FOR A PART OF THESE ITEMS, DETAILS OF WHICH WILL BE PROVIDED SEPARATELY.

(B) EXPANSION OF IMPORT QUOTAS

WHILE THE QUOTAS FOR FY 1977 FOR A NUMBER OF IQ ITEMS HAVE ALREADY BEEN EXPANDED, FURTHER EXPANSION WILL BE MADE ON CERTAIN ITEMS WHICH ARE OF INTEREST TO EXPORTING COUNTRIES. DETAILS WILL BE PROVIDED SEPARATELY. (AS A RESULT OF THESE MEASURES, THE TOTAL UOTA FOR FY 1977 IS ESTIMATED TO INCREASE BY AROUND 180 MILLION DOLLARS OVER THE LEVEL OF THE PREVIOUS YEAR. OF THIS, THE INCREASE IN THE QUOTA FOR AGRICULTURAL AND FISHERY PRODUCTS IS ESTIMATED TO BE APPROXIMATELY 160 MILLION DOLLARS, REPRESENTING 28 PERCENT INCREASE OVER THE LEVEL OF THE PREVIOUS YEAR.)

(C) FUTURE ALLOCATION POLICY

EFFORTS WILL BE MADE FOR STABLE EXPANSION OF QUOTAS, FOR THE PERIODS COVERING THE FIRST HALF OF FY 1978 AND THEREAFTER.

4. IMPROVEMENTS ON MEASURES AFFECTING TRADE

(1) ON THE QUESTION OF QUARANTINE OF AMERICAN CHERRIES, THE GOVERNMENT OF JAPAN IS TAKING NECESSARY STEPS, BEGINNING WITH THE PUBLIC HEARING HELD ON DECEMBER 7, TO PERMIT IMPORTS IN THE COMING YEAR.

(2) STANDARD METHOD OF SETTLEMENT

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STANDARD PERIOD OF SETTLEMENT FOR IMPORT WILL BE EXTENDED TO ONE YEAR FOR ADVANCE PAYMENTS AND TO SIX MONTHS AFTER CUSTOMS CLEARANCE (ONE YEAR IN THE CASE OF IMPORT ON CONSIGNMENT). THE GOVERNMENT OF JAPAN ALSO IS PREPARED TO PROVIDE FOR EXCEPTIONS TO THE ABOVE PERIOD REGARDING SPECIFIC IMPORT ITEMS.

THE SYSTEM OF STANDARD METHOD OF SETTLEMENT FOR IMPORT WILL BE FURTHER REVIEWED WITH A VIEW TO ELIMINATING IT.

(3) GOVERNMENT PROCUREMENT

(A) THE GOVERNMENT PROCUREMENT SYSTEM OF JAPAN IS NON-DISCRIMINATORY TO DOMESTIC AND FOREIGN SUPPLIERS OR GOODS.

IN FURTHERANCE OF THIS PRINCIPLE OF NON-DISCRIMINATION, THE GOVERNMENT OF JAPAN WILL WORK TOWARDS IMPROVING THE MODUS OPERANDI OF THE EXISTING SYSTEM TO SECURE FOR FOREIGN SUPPLIERS AND GOODS INCREASED OPPORTUNITY TO PARTICIPATE IN BIDDING PROCEDURES. FOR THIS PURPOSE, SUCH STEPS AS GREATER RESORT TO TENDER PROCEDURES AND IMPROVEMENTS IN THE MODE OF PROVIDING INFORMATION AND OTHER

PROCEDURAL ASPECTS WILL BE SOUGHT. THE POLICY OF THE GOVERNMENT OF JAPAN OUTLINED ABOVE WILL BE MADE PUBLIC IN AN APPROPRIATE MANNER.

THE GOVERNMENT OF JAPAN WILL GUIDE GOVERNMENT AFFILIATED ENTITIES ALONG THE LINES OF ITS STATED POLICY OUTLINED ABOVE.

(B) THE TRADE FACILITATION COMMITTEE WILL BE ACTIVELY UTILIZED FOR REVIEWING CONCRETE CASES OF PROBLEMS FACED BY AMERICAN SUPPLIERS WITH RESPECT TO GOVERNMENT PROCUREMENT.

(C) THE GOVERNMENT OF JAPAN WILL ACTIVELY COOPERATE IN THE FORMULATION OF A CODE ON GOVERNMENT PROCUREMENT IN THE MTN AND
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INTENDS TO TAKE MEASURES IN ACCORDANCE WITH THE PROVISIONS OF THE CODE.

(4) IMPROVEMENTS IN INSPECTION AND TESTING PROCEDURES FOR IMPORTS

THE GOVERNMENT OF JAPAN WILL ACTIVELY CONSIDER WAYS TO IMPROVE AND SIMPLIFY INSPECTION, TESTING AND OTHER PROCEDURES FOR IMPORTED GOODS. THE TRADE FACILITATION COMMITTEE IS EXPECTED TO PROVE EFFECTIVE IN DEALING WITH VARIOUS PROBLEMS.

5. TRADE CREDIT

(1) EXPANSION OF IMPORT CREDIT

(A) THE GOVERNMENT OF JAPAN WILL TAKE STEPS TO SECURE SUFFICIENT FUNDS NECESSARY FOR THE FACILITIES FOR IMPORT FINANCING OF THE EXPORT-IMPORT BANK OF JAPAN. IN ADDITION, A SYSTEM OF FOREIGN CURRENCY LOAN BY THE EXPORT-IMPORT BANK OF JAPAN WILL BE INTRODUCED WITHIN THIS CALENDAR YEAR IN ORDER TO FACILITATE EMERGENCY IMPORTS.

(B) THE GOVERNMENT OF JAPAN WILL TAKE STEPS TO RELAX THE EXISTING RESTRICTIONS ON IMPORT USANCE BY EXTENDING ITS PERIOD FROM THE CURRENT FOUR MONTHS TO SIX MONTHS IN A GRADUAL MANNER TAKING INTO CONSIDERATION THE NECESSITY TO AVOID ABRUPT EFFECTS UPON THE ORDERLY FUNCTIONING OF FINANCIAL MARKET. IN ADDITION, AS IN THE CASE OF THE STANDARD METHOD OF SETTLEMENT, THE GOVERNMENT OF JAPAN IS PREPARED TO PROVIDE FOR EXCEPTIONS TO THE ABOVE PERIOD REGARDING SPECIFIC IMPORT ITEMS OF INTEREST TO EXPORTING COUNTRIES.

(C) IN ORDER TO FURTHER FACILITATE IMPORT FINANCE, THE SYSTEM OF THE IMPORT FINANCING LOAN BY THE BANK OF JAPAN WILL ALSO BE EXPANDED.

(2) EXPORT CREDIT

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THE GOVERNMENT OF JAPAN HAS BEEN CONDUCTING ITS EXPORT CREDIT POLICIES IN ACCORDANCE WITH THE CONSENSUS ON COVERGING EXPORT CREDIT POLICIES AMONG TWENTY INDUSTRIALIZED COUNTRIES. THE GOVERNMENT OF JAPAN WISHES THAT THOROUGH DELIBERATIONS AT THE CONSENSUS PARTICIPANTS' MEETINGS WILL RESULT IN AN AGREEMENT TO IMPROVE THE EXISTING CONSENSUS THROUGH CLOSE COOPERATION AMONG THE PARTICIPATING COUNTRIES. THE GOVERNMENT OF JAPAN IS PREPARED TO ABIDE BY SUCH AN AGREEMENT.

6. MEASURES RELATED TO EXPORTS

SINCE INVESTMENT DECISIONS ARE MADE BY INDIVIDUAL CORPORATIONS UNDER THE SYSTEM OF FREE-MARKET ECONOMY WHICH JAPAN SUBSCRIBES TO, IT WILL NOT BE POSSIBLE FOR THE GOVERNMENT TO INTERFERE WITH INVESTMENT ACTIVITIES OF THE INDUSTRIES.

NOR WILL IT BE POSSIBLE FOR THE GOVERNMENT OF JAPAN TO RESTRICT THE VOLUME OF CREDIT FACILITIES AVAILABLE FOR EXPORT.

HOWEVER, THE GOVERNMENT OF JAPAN REITERATES ITS POSITION THAT IT WILL CONTINUE TO SEEK MODERATION IN JAPAN'S EXPORTS WITH A VIEW TO AVOIDING UNNECESSARY DIFFICULTIES IN THE IMPORTING MARKET.

THE GOVERNMENT OF JAPAN WOULD ALSO LIKE TO POINT OUT THAT IT HAS FULLY COOPERATED WITH THE UNITED STATES GOVERNMENT DESPITE MANY DOMESTIC DIFFICULTIES, IN SEEKING A MUTUALLY SATISFACTORY SOLUTION TO SUCH PROBLEMS AS ARE RELATED TO JAPAN'S EXPORTS TO THE UNITED STATES OF SPECIALTY STEEL, COLOR TV SETS, AND STEEL.

7. PROMOTION OF RESERVE BUILD-UP AND ADVANCE PURCHASES

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(1) ADVANCE PURCHASE OF ENRICHED URANIUM

THE GOVERNMENT OF JAPAN RECENTLY STARTED CONSULTIONS AT EXPERT LEVEL WITH THE UNITED STATES GOVERNMENT, THROUGH WHICH IT CONVEYED TO THE UNITED STATES GOVERNMENT THE HOPE TO PURCHASE ENRICHED URANIUM BY ADVANCE PAYMENT. FAVORABLE RESPONSE AND COOPERATION FROM THE UNITED STATES GOVERNMENT ARE SOUGHT.

(2) GRAIN RESERVE, INCREASED STOCK TAKING AND DISPATCH OF SURVEY MISSION

THE GOVERNMENT OF JAPAN WILL IMPORT, WITHIN THIS CALENDAR YEAR AHEAD OF THE SCHEDULED PURCHASE, 74 THOUSAND TONS OF FEED GRAINS SUCH AS CORN, AND 20 THOUSAND TONS OF SOYBEANS FOR RESERVES.

IT WILL ALSO INCREASE ITS RESERVES OF WHEAT AND FEED GRAINS BY AN ADDITIONAL 230 THOUSAND TONS.

AS FOR THE HOLDING OF WHEAT RESERVES OVERSEAS, THERE ARE SUCH PROBLEMS AS SILO AVAILABILITY AND TECHNICAL QUESTIONS RELATED TO QUALITY MAINTENANCE. THE GOVERNMENT OF JAPAN HAS ALREADY DISPATCHED A MISSION TO THE UNITED STATES FOR THE PURPOSE OF STUDYING ITS FEASIBILITY.

8. PROMOTION OF ECONOMIC COOPERATION

JAPAN, IN VIEW OF ITS STRONG INTERDEPENDENCY WITH DEVELOPING COUNTRIES, WILL ENDEAVOR TO INCREASE THE VOLUME AND IMPROVE THE TERMS AND CONDITIONS OF ITS OFFICIAL DEVELOPMENT ASSISTANCE. SUCH AN ACTION AIMS AT SECURING A HARMONIOUS DEVELOPMENT OF THE WORLD ECONOMY IN THE LONG TERM AS WELL AS CONTRIBUTING TO THE WELFARE OF INTERNATIONAL COMMUNITY.

(A) INCREASE OF THE VOLUME OF AID

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THE GOVERNMENT OF JAPAN, FOR ITS PART, IS COMMITTED TO INCREASE EFFECTIVELY AND SUBSTANTIALLY ITS ODA OVER THE YEARS, AND MORE SPECIFICALLY, IT INTENDS TO MORE THAN DOUBLE ITS ODA IN FIVE YEARS, IN LINE WITH ITS STATEMENTS MADE AT THE CIEC MINISTERIAL MEETING AND ALSO AT THE OECD MINISTERIAL COUNCIL. TO THIS END, THE GOVERNMENT OF JAPAN WILL STRIVE FOR EXPANDING THE AID BUDGET AND FOR THE PROMOTION OF DISBURSEMENT.

(B) UNTYING OF ODA

(I) AS FOR THE CONTRIBUTION TO INTERNATIONAL ORGANIZATIONS, GENERAL UNTYING WILL CONTINUE TO BE PRACTICED.

(II) AS FOR BILATERAL FINANCIAL ASSISTANCE, GENERAL UNTYING WILL BE THE BASIC POLICY HENCEFORWARD.

(III) PENDING THE FULL IMPLEMENTATION OF THE POLICY STATED IN ABOVE (II), EVERY EFFORT WILL BE MADE TO SECURE THAT A SUBSTANTIAL PORTION OF THE OFFICIAL OANS BE GENERALLY UNTIED. PARTICULAR EMPHASIS WILL BE PLACED ON THE PROJECTS CO-FINANCED WITH SUCH INTERNATIONAL FINANCIAL ORGANIZATIONS AS THE WORLD BANK AND THE ASIAN DEVELOPMENT BANK, AS WELL AS FOOD AID.

(C) FOOD AID

THE GOVERNMENT OF JAPAN WILL STUDY THE POSSIBILITY OF PURCHASING WHEAT AND OTHER FOODSTUFF FROM THE UNITED STATES AND OTHER COUNTRIES FOR FOOD AID TO DEVELOPING COUNTRIES. THIS STUDY WILL BE CARRIED OUT AT THE TIME OF FORMULATING THE NEXT YEAR'S

BUDGET.

(ATTACHMENT)

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(I) TO TABLE ITS OFFERS ON JANUARY 15, 1978, ON THE BASIS OF A WORKING HYPOTHESIS OF AIMING AT THE FINAL RESULTS OF WEIGHTED AVERAGE CUTS OF 40 PER CENT FOLLOWING THE HARMONIZATION CURVE (SWISS FORMULA) TO BE IMPLEMENTED, IN PRINCIPLE, OVER 8 YEARS.

(II) TARIFF REDUCTIONS WOULD BE MADE ON THE BASIS OF GATT BOUND RATES FOR BOUND TARIFF ITEMS, AND ON THE BASIS OF GENERAL RATES FOR UNBOUND TARIFF ITEMS.

(III) TO MINIMIZE EXCEPTIONS AS FAR AS POSSIBLE.

(IV) THAT IT IS PREPARED TO MAKE DEEPER THAN WORKING HYPOTHESIS CUTS, ON A CASE-BY-CASE BASIS WHERE NECESSARY.

(V) TO EXCLUDE SUCH TARIFF ITEMS UNSUITABLE FOR TARIFF-CUTTING NEGOTIATIONS AS PETROLEUM FOR PRODUCT COVERAGE OF THE NEGOTIATIONS.

(VI) AS REGARDS TARIFFS ON AGRICULTURAL PRODUCTS, TO TABLE OFFERS AS SUBSTANTIAL AS POSSIBLE, WHILE FOLLOWING THE ABOVE WORKING HYPOTHESIS TO THE EXTENT POSSIBLE, IN ACCORDANCE WITH THE PROCEDURES ON REQUESTS AND OFFERS AND IN CONSIDERATION OF THE SPECIAL CHARACTERISTICS IN THE AGRICULTURAL SECTOR.

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MANSFIELD

UNQUOTE CHRISTOPHER

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